



Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact support@jstor.org.

Many other points might be criticized. For example, we are told (p. 32) that middlemen's associations have "accomplished less than nothing in the way of evident improvements and the system has constantly grown worse in their hands." The author apparently does not appreciate the part played by produce exchanges in bettering the conditions in the butter and egg trades, as well as in the fruit and vegetable trades, in practically all of our large cities; nor of the influence of such national associations as the National League of Commission Merchants and the National Poultry, Butter, and Egg Association. We are told (p. 20) that it is "far more difficult to ascertain the cost of marketing agricultural products than that of marketing manufactured goods." The reviewer's experience has been otherwise, for the simple reason that manufacturers commonly assume more marketing functions than farmers and that it is difficult to obtain a segregation between manufacturing and selling costs.

The whole work gives one the impression that possibly the author had preconceived notions, which still show themselves in some of the chapter headings and statements of problems involved, but which are not borne out by the actual facts gathered and presented in the monograph. The seriousness of the defects in the marketing system and the possibilities of improvement are both exaggerated. It is encouraging, however, that this author finds that the present organization through functional specialization is sound, and that he proposes no revolutionary scheme of reform.

L. D. H. WELD

SHEFFIELD SCIENTIFIC SCHOOL
YALE UNIVERSITY

The Principles and Methods of Municipal Administration. By WILLIAM BENNETT MUNRO. New York: Macmillan, 1916. 8vo, pp. ix+491. \$2.25.

Some three years ago, when his *The Government of American Cities* appeared, Professor Munro promised us a volume dealing more fully with the problems of municipal administration. The present work is the fulfilment of that promise. Its purpose, as its title indicates, "is to show how various city departments are organized, what work they have to do, and what problems they usually encounter in getting things done." The discussion is confined almost wholly to the experiences of cities in the United States, though there is no lack of comparison with European cities, especially in the treatment of city planning, waste disposal, and police.

The plan and scope of the volume deserve special attention. The author might have started with a consideration of that function upon which all others depend, i.e., finance, or with that which he himself regards as probably the most important and fundamental, i.e., police. However, he has chosen at first to regard the city as a concrete social fact. From this standpoint, geography and communications stand out prominently; services follow next, and lastly "ways and means." Thus, after an introductory chapter which reiterates the demand for greater efficiency in public service, comes a chapter entitled "City Planning," followed (not always with entire consistency) by "Streets," "Water Supply," "Waste Disposal and Sewage," "Public Lighting," "Police Administration," "Fire Prevention and Fire Protection," "School Administration," and "Finance." Important omissions will be noted, e.g., public health, public works (except streets), parks and playgrounds, libraries, charities, and perhaps also public utilities, municipal courts, and penal institutions. These topics are handled only incidentally or not at all.

Analysis of a chapter chosen at random will reveal the author's method. For example, the chapter on water supply begins with an introductory paragraph followed by a brief history of public water supply. Then are presented the organization of a water department, the essentials of a water system, sources and adequacy of water supply, water waste, quality and purity, relation of water supply to disease and methods of purifying water, distribution plants, rates, finance, and municipal and private ownership. In some chapters are included paragraphs in conclusion or summary. In the discussion of debatable questions the aim is to present both sides. The reading references so conspicuous in the author's earlier works are omitted, but the frequent footnotes serve as a guide to the literature of the various subjects.

In general, Professor Munro's conclusions as to administrative organization and practice adhere to the lines he had already laid down in *The Government of American Cities*. Emphasis is put upon definite location of authority and responsibility; executive chiefs should not be unduly hampered by detailed administrative regulations, but should be permitted a considerable amount of discretion; the single departmental head is preferred to the board or commission, except when the purpose is to secure deliberation; the merit system is insisted upon in spite of its well-known defects; there should be enough departments to manage separately each different function, but most cities err in the direction of creating too many departments; adequate investigation and publicity are imperative.

Many of the author's conclusions on specific points are what may be termed orthodox. On a few he is unable to arrive at a definite opinion, e.g., as between "excess condemnation" and "special assessment" as means of financing street improvements; as between the one- and two-platoon systems in fire departments, or the two- and three-platoon systems in police departments; as between the various methods of waste and sewage disposal. On most subjects, however, he has formed his judgments and states them emphatically. For example, bipartisan police boards are unhesitatingly condemned; elective school boards are preferable to those appointed by mayors; city planning is a matter of governmental organization as well as of engineering; garbage reduction is profitable only where a large daily supply of garbage is available; in sanitation the "dollar standard," not the "health-and-life-saving" one, will bring efficiency; in public lighting contracts the ten-year term is preferred, or, if there is a competent public regulating body, the indeterminate contract; the public should not subsidize private systems of fire protection; promotion systems in police departments "embalmed in cast-iron rules" are as likely to result in harm as in good; teachers' pensions prove to be wise economy in the long run; the school system should be expanded to include evening classes, vocational guidance at least, and special treatment for defectives; the school plant should be more widely used for evening lectures, public meetings, social centers, etc.; the civilian commissioner of police is preferred to the professional; assessments for taxation should separate land from improvements; the general property tax is regarded as unsatisfactory, yet no hope is entertained of its being abandoned; segregated budgets, adopted after examination by a financial expert and after public hearings, are necessary to put municipal expenditures on a sound basis; and so on. With respect to "home rule" the author does not go the whole way. It is not wholly desirable in local taxation; it is preferred in police administration, in spite of the close relationship between city police and the enforcement of state laws, at any rate until state governmental standards are distinctly higher than the city's; state centralization and supervision are necessary in education, city borrowing, fire prevention. Municipal ownership and operation are necessary in the case of water supply; the public lighting equipment should be owned by the city, but it is not certain that the city should operate the system.

On the whole this work seems destined to rank high among the many recent discussions of municipal government. Within the limits it sets for itself it is complete, careful, wholly scientific. It is alive to all the

defects in American city administration and emphatic in its condemnation of them, yet it is optimistic in tone. Finally, one cannot withhold admiration for the author's clearness of expression, for the straightforward simplicity of his style.

VICTOR J. WEST

LELAND STANFORD JUNIOR UNIVERSITY

Agricultural Commerce: The Organization of American Commerce in Agricultural Commodities. By GROVER G. HUEBNER. New York: D. Appleton & Co., 1915. 8vo, pp. xiv+406. \$2.00.

Probably the word "commerce" has not come to have, in the vernacular of economics, a meaning so precise as to give one adequate grounds for quarreling with any writer's definition of the term. Yet it comes as something of a surprise to find Dr. Huebner speaking of it as a synonym for "marketing" or for "commercial phases of agriculture," and giving to "transportation or shipping organization" so small a place in his account of the matter. He defines commerce in the words of E. R. Johnson, as "consisting of the exchange of commodities between separate localities—it is the agency by means of which consumer and producer are brought together. The process involves the sale and purchase of goods, their transmission from the seller to the buyer, and the settlement of business accounts." He adds that the term should "be interpreted broadly so as to exclude all those phases of agriculture which have to do with the production or growth of farm products, and to include all those which have to do with their distribution from grower to consumer." There are, he says, twelve subdivisions of this study:

1. The geographical location of producing districts volume and value of crops, and proportion reaching the markets.
2. Location and classification of different types of agricultural markets.
3. The trade organization or methods of purchase and sale.
4. Transportation or shipping organization.
5. Inspection, classification, and grading of farm products.
6. Control or regulation of commercial distribution by public authorities and organized exchanges, or other commercial bodies.
7. The relation between speculation and the trade in farm commodities.
8. The collection and dissemination of trade information.
9. Local wholesale and retail prices, price factors or influences, and methods of determining and quoting prices.